



Director of
Central
Intelligence

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Critical Intelligence Problems Committee

International Narcotics Coordination and Collection Study

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February 1984
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International Narcotics Coordination and Collection Study

**This Study is Approved by the Director of Central Intelligence.
The National Foreign Intelligence Council Concurs.**

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PREFACE

Reducing the global supply of narcotics and impeding the flow of illicit drugs into the United States are major challenges to US foreign policy in the 1980s. The development and monitoring of narcotics control initiatives and the enhancement of law enforcement efforts directed against narcotics producing and trafficking activities have generated demands for intelligence support on a broad front. [REDACTED]

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Dissatisfaction with the level and quality of intelligence support to policymakers in this area, however, had been widespread. At the same time, there has been growing recognition that the Federal narcotics law enforcement organizations could benefit significantly from the commitment of Intelligence Community resources to the narcotics target. Against this background of general concern, the DCI's Critical Intelligence Problems Committee (CIPC) initiated a study to explore intelligence support to the international narcotics problem and make recommendations for its improvement [REDACTED]

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The CIPC formed a Narcotics Working Group which brought together representatives from both the Intelligence and Narcotics Law Enforcement Communities. From its inception, the working group was challenged by the difficult task of joining together communities with fundamentally different philosophies toward the business of intelligence, each operating with different requirements, each guided by a different set of principles, legal as well as managerial [REDACTED]

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The Working Group's exploration of intelligence problems was conducted in an ever changing context of policy concerns. There was little agreement within the group—because no agreement exists within the policy community—as to what aspect of narcotics control policy should receive priority in intelligence support. A key recommendation, unanimously endorsed by the CIPC, highlights the imperative for such a determination. Similarly, the CIPC is concerned about the continuing ambiguity over the legal implications of intelligence support to narcotics control. Here, likewise, the CIPC has unanimously endorsed recommendations to attempt to resolve some of the ambiguities [REDACTED]

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The CIPC recognizes that a number of troublesome problems continue. Though recommendations have been identified with respect to questions of coordination and resource allocation, the CIPC fully recognizes the difficulty in implementing these recommendations. Nevertheless, the CIPC believes that the recommendations, which are included in this study without reservation, should contribute markedly to the improvement of intelligence in this area [REDACTED]

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The experience of the six-month cooperative effort, itself, has brought the two communities closer together. The forging of such "cross-community" relationships will certainly ease the problems of coordination in the future. The CIPC also believes that the efforts of the working group and the final study complement the efforts of the NIO for Narcotics over the last half year and hopes that this spirit of cooperation can continue under the guidance of the NIO [REDACTED]

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Finally, the CIPC would like to commend the participation of the 17 organizational representatives who labored on this study. The work was demanding, and their participation was essential to the enterprise

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EXECUTIVE SUMMARY

INTRODUCTION

This study assesses the adequacy of intelligence support to US international narcotics control efforts. It was prepared by the Narcotics Working Group, a 17-member interagency activity under the direction of the DCI's Critical Intelligence Problems Committee (CIPC). The Working Group, comprised of representatives from the Intelligence Community and from the narcotics law enforcement community, has been meeting regularly since April 1983.

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The Working Group was charged with the responsibility for examining intelligence support to a broad range of narcotics control concerns running the gamut from areas of more traditional policy interest—e.g., estimating narcotics crop production—to new demands for Intelligence Community support to law enforcement activities.

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The Working Group's inquiry explored the historical relationship between narcotics control policy and intelligence and the implications of its legacy—shifting policy interests, competition for resources, and legal constraints—on our abilities to meet the contemporary challenge of supporting current Federal narcotics control strategy, particularly in narcotics supply reduction, investigative, and interdiction efforts.

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This study was discussed at a meeting of the National Foreign Intelligence Council (NFIC) on 3 February 1984. Modifications and or actions proposed during that meeting are included in the body of the text.

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KEY JUDGMENTS

Intelligence plays a central role in the development and conduct of narcotics control policy and is an essential element of narcotics investigation and interdiction efforts:

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- The Intelligence Community has demonstrated historically the capability to provide comprehensive and timely intelligence support in this area whenever priorities have been clearly established.
- Shifts in the importance of narcotics intelligence *vis-a-vis* other foreign policy issues, and changes in emphasis on different aspects of narcotics control policy, however, have profoundly affected intelligence support, and have raised serious questions about the allocation of intelligence resources to Federal narcotics control initiatives.
- For a variety of reasons (information collection activities by law enforcement officers, the decreasing priority given to narcotics control as a foreign policy issue, and the lower priority attached to it as an intelligence target), by the late 1970s Intelligence Community support in this area was weak—the notable exception being an enhanced capability.

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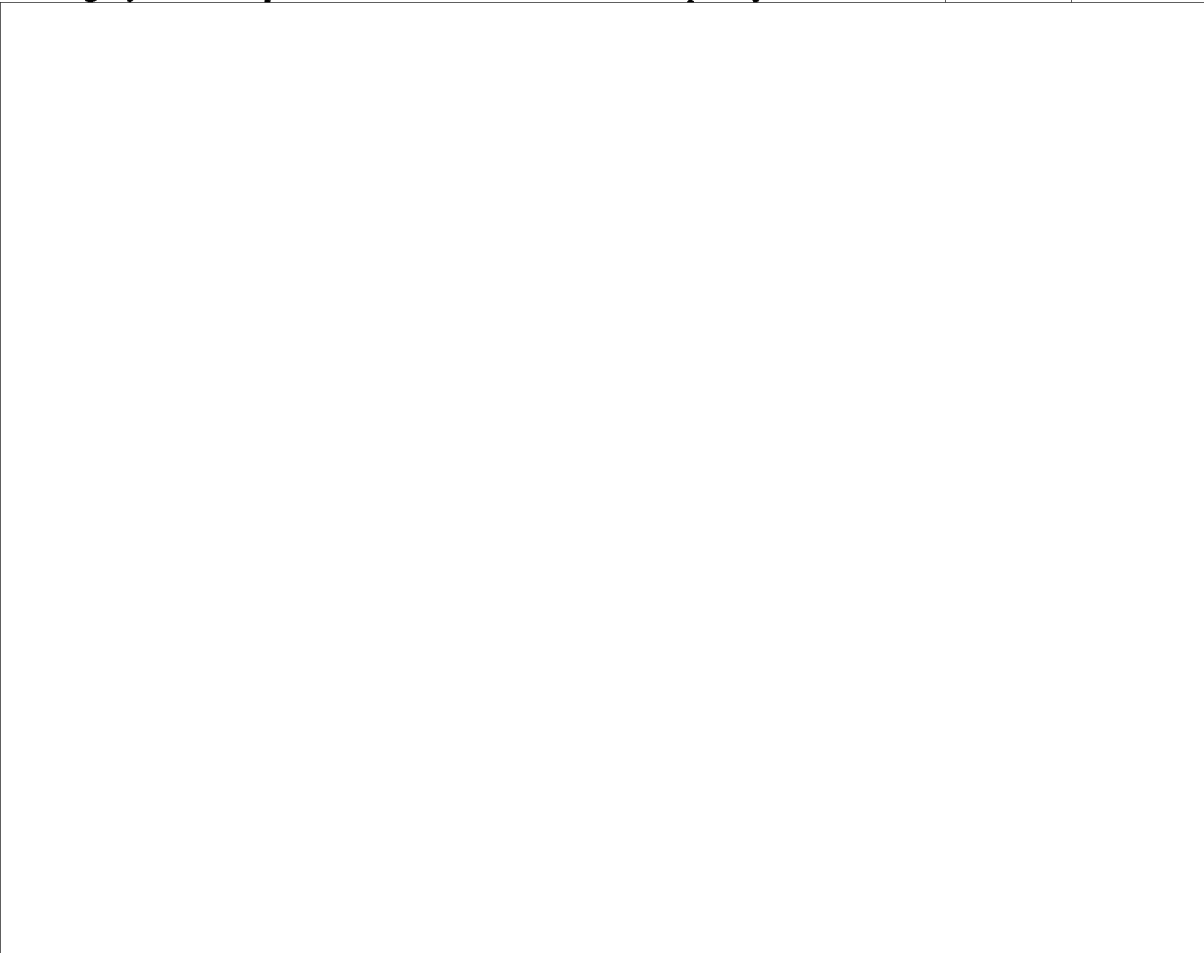
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- Furthermore, there was little national level coordination among Intelligence Community agencies on either intelligence collection or intelligence production, and even less coordination between the Intelligence Community and the law enforcement community. [redacted]

Although there is now a renewed commitment to international narcotics control policy, this legacy from the past continues to influence contemporary considerations [redacted]



Despite these general problems, which remain largely unresolved, there has been significant improvement in the past year in a number of areas. [redacted]

- The appointment of a National Intelligence Officer (NIO) for Narcotics and the formation of an interagency organization under his direction has brought together on a regular basis representatives from both Intelligence Community and law enforcement agencies. [redacted]
- Major progress has been made in developing collection plans to meet expanded intelligence requirements [redacted]
- The HUMINT Committee has published a comprehensive HUMINT plan on the narcotics target which was sent by the DDCI to all principal collectors; its implementation should alleviate a number of persistent intelligence gaps [redacted]

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RECOMMENDATIONS

The recommendations which are included in this study comprise a comprehensive collection and analysis plan to guide the Intelligence Community's development of the capabilities needed in FY 1985 and beyond to support the drug control objectives of the United States. They are incremental in nature and are intended to provide for a central and consistent integration of available and potential resources to deal with one of the most dynamic intelligence issues [REDACTED]

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The recommendations have been developed under four general categories for the purpose of budget review and appropriation. Within these categories, the recommendations have been arranged within the intelligence framework for the uniquely complex narcotics target. They include:

- policy recommendations impacting on the entire range of intelligence support to the Federal narcotics control program,
- those recommendations which involve a realignment of existing capabilities or initiatives which have no direct or immediate impact on resources,
- those recommendations which involve either the addition or development of new programs which will directly affect resource capabilities, and
- future actions. [REDACTED]

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Narcotics Intelligence Policy

- The SIG/I will address the narcotics priority question at an early date with the objective of developing a policy/requirements statement for use by elements of the US Government concerned with narcotics intelligence [REDACTED]

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Realignment of Existing Capabilities

- Following the SIG/I's priority statement, the DCI's Foreign Intelligence Priorities Committee should review the DCI's *U.S. Foreign Intelligence Requirements Categories and Priorities* for narcotics questions to determine the appropriateness of developing a global requirement for the narcotics issue [REDACTED]

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HUMINT Collection

- Individual organizations of the Intelligence Community should incorporate collection responsibilities described in the National HUMINT Collection Plan on International Narcotics into appropriate tasking documents for representatives in the field. [REDACTED]
- The DCI's HUMINT Committee, in consultation with appropriate law enforcement principals, should coordinate advisory tasking to field elements of those law enforcement organizations and any other non-NFIB agencies that have accepted advisory tasking concerning foreign narcotics intelligence in accordance with DCI responsibilities under E.O. 12333. [REDACTED]

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- The NIO/Narcotics should coordinate Community-endorsed recommendations for issues relating to crop production estimates including:
 - a rank ordering for crop production estimates on different crops in different regions,
 - timeliness and frequency of forecasts/estimates, and
 - accuracy of forecasts/estimates [REDACTED]
- The NIO/Narcotics should solicit from major consumers a review of issues and problems that can be suitably discussed within the National Estimative process. [REDACTED]
- Such studies should evaluate the implications of policy options that might be adopted by the US as part of its narcotics control program [REDACTED]

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Dissemination

- The NIO for Narcotics, in coordination with appropriate Intelligence Community Staff elements, should continue to work with law enforcement organizations in the development of a mechanism to ensure the routine, systematic dissemination of foreign narcotics intelligence derived from law enforcement investigative and/or interdiction efforts [REDACTED]

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Coordination and Support Relative to Law Enforcement

- The Intelligence Community Staff should ensure that law enforcement organizations are briefed adequately on the mechanisms available to them for tasking the Community for foreign intelligence support and that, where required, improvements are made in these mechanisms [REDACTED]
- In coordination with law enforcement organizations, the DCI's Security Committee should provide periodic briefings to US Federal law enforcement personnel on the proper handling of classified material and the requirement for the protection of sensitive sources and methods to US Federal enforcement personnel [REDACTED]

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New Program Initiatives***HUMINT Collection***

[REDACTED]

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- The Director, Program and Budget Staff (D/PBS), Intelligence Community Staff, should coordinate the budget review with the CIA/DDO to ensure that priority emphasis is given to key narcotics source producing and transit countries [REDACTED]

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Analysis and Production

- The DCI should approve the appointment of a full-time assistant for the NIO for Narcotics. [REDACTED]
- Other elements of the Intelligence Community should designate appropriate representatives to interface with the NIO/Narcotics. [REDACTED]
- The DDI's budget request for [REDACTED] positions and [REDACTED] should be staffed at the earliest possible date. [REDACTED]
- INR's request for additional positions should be similarly implemented. [REDACTED]

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Coordination and Support Relative to Law Enforcement

- Community elements should continue to provide ad hoc training support to law enforcement agencies, and to assist them in developing their own training capabilities.

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— The subject of training support is central to the DCI's response to the Vice President's request for resource support of the foreign intelligence needs of the National Narcotics Border Interdiction System (NNBIS). [REDACTED]

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FUTURE PLANS

- The CIPC Panel on Security Considerations is directed to continue its efforts to develop a report for Committee consideration by February 1984. [REDACTED]

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- The Narcotics Working Group should provide a final report on 30 September 1984 examining the following questions: 25X1
 - the need for an interagency, all-source, multidisciplinary mechanism for managing the overall narcotics intelligence effort: 25X1
 - the necessity for a more effective narcotics coordination structure; 25X1
 - the development of more effective intelligence coordination with the Drug Enforcement Administration (DEA); and 25X1
 - ways and means to improve qualitatively the specific kinds of intelligence information needed to combat the narcotics problem 25X1
- Within the next 6 to 12 months, the CIPC should review the status and results of the implementation of these recommendations and report to the DCI 25X1

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